

RESOLUTION 92-10

TO AMEND THE COMPREHENSIVE PLAN
TO ADOPT A LAND USE PLAN
FOR THE MILLER DRIVE NEIGHBORHOOD AREA

WHEREAS, The City of Bloomington Common Council adopted a Comprehensive Plan with maps entitled "The Growth Policies Plan" on May 15, 1991; and

WHEREAS, the City of Bloomington Plan Commission has considered an amendment to that plan to adopt the Miller Drive Neighborhood Plan; and

WHEREAS, the Plan Commission approved the Miller Drive Neighborhood Plan as depicted on the attached maps and documented in the text entitled "Miller Drive Neighborhood Plan"; and


WHEREAS, the Plan Commission has duly certified to the Common Council on June 1, 1992 that this Comprehensive Plan amendment was approved on May 18, 1992 by a vote of six ayes, two nays, and zero abstentions.

NOW, THEREFORE, BE IT HEREBY RESOLVED BY THE COMMON COUNCIL OF THE CITY OF BLOOMINGTON, MONROE COUNTY, INDIANA, THAT:


The 1992 Miller Drive Neighborhood Plan amendment to the Comprehensive Plan as certified by the Plan Commission be approved.

This resolution shall be in full force and effect from and after passage by the Common Council of the City of Bloomington and approval by the Mayor.

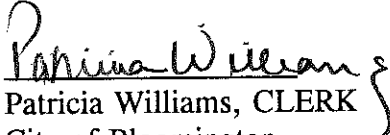
PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 17th day of June, 1992.


Pam Service, PRESIDENT
Bloomington Common Council

SIGNED and APPROVED by me upon this 18th day of June, 1992


Tomilea Allison, MAYOR
City of Bloomington

ATTEST:


Patricia Williams, CLERK
City of Bloomington

SYNOPSIS

This resolution approves the Miller Drive Neighborhood Plan as certified by the Plan Commission.

Signed copy
Planning

AMENDMENT FORM

RESOLUTION #: Res 92-10
Miller Drive Neighborhood Plan

SUBMITTED BY: Fernandez, Kiesling, and Service

COMMITTEE ACTION: None

PROPOSED AMENDMENT TO MILLER DRIVE NEIGHBORHOOD PLAN::

- # 1. AREA E - MILLER DRIVE WEST AREA shall be amended to read as originally proposed to the Plan Commission:

Recommendations:

SF or duplex infill dev. should occur

Along Miller Drive, ~~moderate density new housing~~ should occur; care must be taken not to create water drainage problems toward the topographically lower homes to the north on Moody. Also, attention should be given to site design solutions which address the higher elevation of the Miller Drive frontage to avoid new structures which tower over the Moody Drive properties.

Justification:

SF or duplex infill dev.

Miller Drive west is one of the entryways to the neighborhood. Well landscaped new construction would be an improvement in this location given the mix of vacant infill opportunities, deficient single family structures, the non-conforming auto repair business, and existing public housing. ~~Moderate density~~ relates well to higher intensity land uses on three sides. The Bloomington Transit Service Center and the City's street maintenance yard do not promote single family investment in this location. Miller Drive is a preferred through street to carry the increased traffic load. The Growth Policies concepts of Compact Urban Form and Residential Enhancement are served.

- # 2. AREA J - MAXWELL SOUTHEAST shall be amended to add the following sentences to the end of the existing paragraphs:

Recommendations: *An effort should be made to replace the junkyard*

The plan should promote the reuse and clean-up of this site. Zoning of this property ~~(and potentially adjacent properties)~~ should facilitate private sector financed clean-up and reuse.

Justification:

Junkyards present safety and aesthetic problems when located in residential neighborhoods.

- # 3. The Miller Drive Neighborhood Map shall also indicate the junkyard site by an asterisk.

4. AREA L - MIDLAND CUT STONE AND MARCO PLASTICS shall be amended to add the following sentences to the end of the existing paragraphs:

Recommendations:

The MG/ML area should be rezoned to restrict permitted uses. A new zoning designation should encourage investment opportunities consistent with its neighborhood surroundings, including higher density residential and/or neighborhood serving commercial.

Justification:

The existing MG/ML zone permits many potential uses which are incompatible with residential surroundings.

SYNOPSIS

This amendment encourages private sector clean-up of the junkyard in Area "J", increases allowable density in Area E, and clarifies what type of uses should fall within the proposed new zoning designation proposed for Area "L".

City of
Bloomington
Indiana



Mayor Allison
Mayor

Post Office Box 100
Municipal Building
Bloomington, Indiana 47402

Planning Department

812-331-6423

Memo

To: Council
From: Bill Land - Planning Dept.
Date: June 17, 1992

The Planning Staff forwarded to the Council on June 8th a revision of the Miller Drive Neighborhood Plan that reflected the decisions made by the Plan Commission for area A, Hillside Drive (subdivided into Area I and II), Area E. Miller Drive West (Area III) and Area J Maxwell Southeast (Area IV). The last update reflected the final Plan Commission deliberations and these decisions have been folded into the text.

During the Council meeting of June 15th Councilwoman Patricia Cole requested a copy of the sections which had been used for the Plan Commission deliberations. The following five pages - highlighted in pink represents the parts of the plan which had been revised to "fold in" the changes. The highlighted sections were removed by the Planning Staff. The following eight pages highlighted in blue show additions to the text.

If there are any questions related to this memo, please contact me at 331-6423.

Sincerely,

A handwritten signature in dark ink, appearing to read "Bill Land". The signature is fluid and cursive, with a large initial "B" and a stylized "L".

Bill Land
Long-Range Planner

BL/ckl

Recycled Paper

NEIGHBORHOOD PLAN PROCESS

The planning process for this neighborhood plan spanned several months and several public meetings. Since the neighborhood has been the focus of considerable redevelopment expenditure over the years, new infrastructure needs (and funding availability) are minimal and the emphasis of this plan is land use and guidance on future zoning and development petitions.

In the beginning of the process, the planning staff perceived opportunity for residential infill development other than single family in several transitional locations, some of which currently accommodate the few blighting influences left in the neighborhood. These areas included Hillside from Henderson to Huntington, Miller Drive across from the Utilities Service Center, and Maxwell Street south of Miller Drive. In general, neighborhood reaction throughout the process favored single family infill as opposed to higher residential densities. In response, each iteration of the plan, up to and including the Plan Commission's final decision, included more area devoted to single family use. The neighborhood survey confirmed this neighborhood consensus.

The Commission, at its final adoption meeting, was given alternatives and voted on four specific areas, where higher density land use was under consideration. (Areas I through IV, Page 2) This text represents the result of that discussion and vote.

1. Miller Drive Neighborhood identified as an enhancement area within the 1991 Growth Policies Plan. Adopted 5/91

"Residential Enhancement Areas"

Areas depicted as Residential Enhancement represent neighborhoods with aging housing stock, frequently with frame cottages and bungalows on small lots. Housing quality in these areas is variable ranging from very good to substandard. These neighborhoods have a considerable stock of "affordable" housing. These neighborhoods are targeted for residential rehabilitation and priority efforts with respect to public improvements such as drainage, sidewalks, street, curb and gutter repair and replacement, and landscaping in the public rights-of-ways. Where appropriate, new residential infill projects should be considered a high priority for undeveloped parcels. Over time incompatible and inconsistent uses with the residential context of these neighborhoods should be eliminated."

2. Inventory of the Miller Drive Area: 1988 air photo, existing planning cases, rental housing plotted from housing records, duplexes plotted, structural condition analysis, address & location (field walk-by), zoning map, and field photos.
3. One on One Neighborhood Plan Feedback: Small groups of residents meeting with the

MILLER DRIVE NEIGHBORHOOD BACKGROUND DATA

Miller Drive Neighborhood was originally platted as part of the Huntington Park and Barkley Gardens addition. The area came under intensive land use planning November 1971 in preparation for federal funds for redevelopment.

A number of newer projects have been built: These include the Pinestone Addition to the northwest, Walnut Woods, a public housing project in the western area near Miller Drive, and Chestnut Ridge, a housing development of single family style homes on small lots on Highland.

Various manufactured homes and duplexes in various locations have been built. A new project on Covey Lane to the southeast includes six two-story duplexes of the "American Four Square" design provides affordable housing under the Tax Credit Program. A new project has been approved to build duplexes with entry off of south Maxwell. Two institutional buildings have been built on south Highland, the Bloomington Development Learning Center, and the Montessori School. Approximately 12 mobile homes exist within the area and are grandfathered as non-conforming uses.

Road extensions which have been developed, include Highland from Hillside, south to Winslow and Thornton, east to Maxwell, connecting to the subdivisions to the east. Sidewalks have been built on one side of major streets and drainage improvements have also been made along major streets.

The northwest part of the neighborhood, west of Huntington, is in the city's Urban Enterprise Zone to give financial incentive for redevelopment of business within the zone

of Miller and Highland.

12. Single duplexes on single lots facing the road are preferred to clustering by the neighborhood.
13. City signage now exists for a bicycle route along Huntington Drive south to Miller, then east to Hillside, and continuing south on Hillside towards the YMCA.
14. The junkyard at the west end of Maxwell Street needs buffering and the possibility of adaptive reuse should be considered.
15. The ordinance update and zoning map change is taking place during the calendar year 1992 with the Chicago firm of Camiro's LTD, under contract with the city to produce the rewrite. New industrial, commercial, and residential zones will be considered and may find application within the Miller Drive area.
16. The neighborhood is receptive to continuation and expansion of the existing businesses on Huntington, Midland Cut Stone and Marco Plastics.

SCENARIO PHASE

2/14/92

Planning staff presented generalized alternative land use scenarios at a neighborhood workshop meeting on February 14, 1992, at the Bloomington Developmental Learning Center. The purpose was to stimulate reaction to the concepts. In general, neighborhood reaction was hostile to residential uses more intense than permitted by current RS zoning.

I. Low Growth

- A. Rezone for development opportunities: Hillside, Henderson, and Miller to RL zoning.
- B. Maintain present RS zoning on other neighborhood streets.
- C. No additional business zoning and maintain present MG zoning.
- D. No new through streets except an extension of Short Street (SW of Highland).
- E. Landscape bike path area from Huntington along Miller to Highland and south to the (Y) (street trees).
- F. School or day care center on the NW corner of Highland and Miller Drive.

II. Growth

- A. Rezone for development opportunities: Hillside, Henderson, and Miller to RL zoning. Look for opportunities on Park, Maxwell, and Huntington.
- B. Maintain present RS zoning on Olive, Moody, and Highland.
- C. Business overlay opportunity zone on the NE corner of Highland and Miller Drive.
- D. Look for business investment opportunities adjacent to present business within the Enterprise Zone.
- E. Bike path parkway developed over a five year period south along Huntington, along Miller, east to Highland, and south on Highland to the Y.
- F. Maintain present MG zoning.
- G. Extension of Short Street SW of Highland.

III. Higher Growth

- A. Rezone to RL or higher, all street areas except Olive, Moody, and Huntington.
- B. Developer contributions to a road east/west connecting Thornton, north of the present MG zone. Rezone MG to RM or higher density opportunity zone.
- C. Look for higher density opportunities along Maxwell and the Short Street extension.
- D. Business zoning created for commercial opportunities at Highland and Henderson, Miller and Henderson, and Highland and Miller.
- E. Look for small scale compatible business investment opportunities in the Enterprise Zone.
- F. Grant rezone to higher density (RL/RM) in areas of mobile homes.

Area A - Hillside Drive

Recommendation:

The northwest corner of the Miller Drive Neighborhood between Henderson on the west and Huntington on the east, fronting Hillside Drive, should be used for higher density opportunities. Where possible, duplexes on single lots facing the street or fronting on new cul-de-sacs or loops should be built. Some single family homes on cul-de-sacs would also be recommended.

The area along Hillside Drive from Henderson to Huntington, north of Pinestone and the Midland Cut Stone property, includes some higher density infill opportunities. The area west of Part Street should accommodate single family infill among the existing residences. There is opportunity for a small lot subdivision at the west end of the area. An exception to this single family format is an opportunity for low density multi-family housing on the site of the existing mobile home park.

Between Park Street and Huntington, mixed residential uses at higher densities are advised.

Justification:

In keeping with the concept of a more compact urban form (anti urban sprawl), it will be necessary to increase density per acre near the CBD of Bloomington. Hillside Drive is slated for \$800,000 in roadway upgrade and can better handle the traffic compared to the interior neighborhood streets. There are opportunities for residential reuse of blighted areas along the south side of Hillside Drive and allowing moderate density would help to upgrade these areas.

The area between Pinestone and the new Templeton School must be compatible with adjacent Pinestone and should be marketable for single family development given proximity to the school and its open space.

AREA E - Miller Drive West Area

Recommendations:

Along Miller Drive, single family infill development should occur, existing single family zoning should be maintained, and care must be taken to not create water drainage problems toward the topographically lower homes to the north on Moody.

The area abuts single residences along Moody and is viewed as an appropriate opportunity for new single family construction or rehab of existing structures.

AREA J - Maxwell Southeast

Recommendation:

Single family infill development and rehab under existing single family zoning is appropriate. An effort should be made to replace the junkyard with residential reuse. East of Maxwell, single family on cul-de-sacs or loops are a possible development opportunity on these deep lots. A sidewalk on one side of Maxwell should be encouraged.

Justification:

Maxwell is a dead end street and extending it south would be difficult due to the location of YMCA property. The street is substandard and a consideration of traffic load is essential.

AREA K - City Service Center, Summit Point, and the Prock Property

NOTE: These land uses are peripheral to the Miller Drive Neighborhood as described and delineated by the Residential Enhancement area.

These three land uses should continue as they are presently used. Continued attention to streetscape, landscaping, and architecture should be given to the city properties. The Prock Property includes wooded land east of Summitt Pointe designated for single family development. The site is heavily wooded and impacted by Karst and surface drainage constraints. Clustered or attached condominium development at single family density would be more flexible than platted lots in addressing the physical constraints of the property. This recommendation is indicated by an asterisk (*) and notation on the land use exhibit.

7. Miller Drive Neighborhood Assoc. Meeting on 4/17/92.
8. Miller Drive Neighborhood draft plan: Plan Commission hearing on 4/20/92.
9. Survey administered to the neighborhood 5/1/92 to 5/7/92.
10. Sixty-nine surveys returned for tabulation (37%).
11. Review of the results of the survey and review of alternatives in growth areas I to IV (24 in attendance 5/14/92 at the Older American Center).
12. Miller Drive Neighborhood Plan (MP-34-92) adopted by the Plan Commission with the following amendments on 5/18/92.
 - *** Rick Zabriskie moved to approve staff's outline excluding Areas #1 and #2, MG and any proposed businesses are included, rezone Areas #3 and #4 to single family; Laraine Cooksey seconded. Approved 6:2
 - *** Tim Mayer amended the motion that Area #2 be rezoned to single family with low density residential for the trailer court area; Laraine Cooksey seconded. Approved 6:2
 - *** Rod Young made an amendment to the amendment that all the Miller Drive area be rezoned to single family. Denied 7:1
 - *** Rick Zabriskie moved to rezone Area #1 as mixed use; Laraine Cooksey seconded. Approved 6:2
13. City Common Council hearings and adoption process as an amendment to the Growth Policies Plan.

MILLER DRIVE NEIGHBORHOOD BACKGROUND DATA

Miller Drive Neighborhood was originally platted as part of the Huntington Park and Barkley Gardens addition. The area came under intensive land use planning November 1971 in preparation for federal funds for redevelopment.

A number of newer projects have been built: These include the Pinestone Addition to the northwest, Walnut Woods, a public housing project in the western area near Miller Drive, and Chestnut Ridge, a housing development of single family style homes on small lots on Highland.

Various manufactured homes and duplexes in various locations have been built. A new project on Covey Lane to the southeast includes six two-story duplexes of the "American Four Square" design provides section eight housing. A new project has been approved to build duplexes with entry off of south Maxwell. Two institutional buildings have been built on south Highland, the Bloomington Development Learning Center, and the Montesorri School. Approximately 12 mobile homes exist within the area and are grandfathered as non-conforming uses.

Road extensions which have been developed, include Highland from Hillside, south to Winslow and Thornton, east to Maxwell, connecting to the subdivisions to the east. Sidewalks have been built on one side of major streets and drainage improvements have also been made along major streets.

The northwest part of the neighborhood, over to Huntington, is in the city's Urban Enterprise Zone to give financial incentive for redevelopment of business within the zone

Area A - Hillside Drive

Recommendation:

The northwest corner of the Miller Drive Neighborhood between Henderson on the west and Huntington on the east, fronting Hillside Drive, should be used for higher density opportunities. Where possible, duplexes on single lots facing the street or fronting on new cul-de-sacs or loops should be built. Some single family homes on cul-de-sacs would also be recommended.

Justification:

In keeping with the concept of a more compact urban form (anti urban sprawl), it will be necessary to increase density per acre near the CBD of Bloomington. Hillside Drive is slated for \$800,000 in roadway upgrade and can handle the traffic compared to the interior neighborhood streets. There are opportunities for residential reuse of blighted areas along the south side of Hillside Drive and allowing moderate density would help to upgrade these areas.

- * Amended recommendation: (Area 2 - Hillside Drive West)
Maintain single family except area with mobile homes which should be used for low-density multi family housing along Hillside from Woodlawn west to Henderson.
- * Wording of recommendation as amended by the Plan Commission:
Area 2 (Area A) be rezoned to single family with low density residential for the trailer court.
- * Amended recommendation: (Hillside Drive from Woodlawn to Huntington)
Add to recommendation an overall focus on mixed use for residential land uses.
- * Wording of recommendation as amended by the Plan Commission:
Rezone Area 1 (A East) to mixed use.

AREA E - Miller Drive West Area

Recommendations:

Along Miller Drive, moderate density new housing should occur; care must be taken to not create water drainage problems toward the topographically lower homes to the north on Moody. Also, attention should be given to site design solutions which address the higher elevation of the Miller Dr. frontage to avoid new structures which tower over the Moody Dr. properties.

Justification:

Miller Drive west is one of the entryways to the neighborhood. Well landscaped new construction would be an improvement in this location given the mix of vacant infill opportunities, deficient single family structures, the non-conforming auto repair business, and existing public housing. Moderate density relates well to higher intensity land uses on three sides. The Bloomington Transit Service Center and the City's street maintenance yard do not promote single family investment in this location. Miller Drive is a preferred through street to carry the increase traffic load. The Growth Policies Plan concepts of Compact Urban Form and Residential Enhancement are served.

- * Amended recommendation:
Maintain single family land use and zoning in the Miller Drive west area.
- * Wording of recommendation as amended by the Plan Commission:
Rezone Area 3 (Area E) to single family.

AREA J - Maxwell Southeast

Recommendation:

On the western side, moderate density residential is appropriate. An effort should be made to replace the junkyard with a low to moderate density residential reuse. East of Maxwell, single family or duplexes on cul-de-sacs or loops on single lots facing the road should be the preferred development. A plan to have a sidewalk on one side of Maxwell should be encouraged. In the interest of maximum compatibility with established patterns in the area, clusters should be avoided and traditional architectural style encouraged.

Justification:

Maxwell is a dead end street and extending it south would be difficult due to the location of YMCA property. The street is substandard and a consideration of traffic load is essential. The junkyard at the end of Maxwell, before Short Street, may be a constraint to quality residential development in the immediate area, so enough residential intensity to encourage redevelopment is advised. The area already accommodates a number of duplexes.

- * Amended recommendation:
Maintain single family land use and zoning in the Maxwell Southeast area.
- * Wording of recommendation as amended by the Plan Commission:
Rezone Area 4 (Area J) to single family.